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Sustainable development and international economic cooperation: population and development

Implementation of the Programme of Action of the International Conference on Population and Development

Report of the Secretary-General

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I. Introduction

1. The present report has been prepared in response to General Assembly resolution 51/176 of 16 December 1996, in which the Assembly requested the Secretary-General to report to it at its fifty-second session on the implementation of the resolution. The report examines the themes addressed in resolution 51/176. Section II focuses on the work of the Administrative Committee on Coordination Task Force on Basic Social Services for All. Section III highlights United Nations system follow-up in implementing the Programme of Action of the International Conference on Population and Development. Section IV provides a brief overview of progress made at the country level in implementing the Programme of Action. Section V focuses on some important recent developments in the area of South-South cooperation. Section VI examines the flow of resources for population assistance from primary sources to recipient countries. Section VII examines the outcomes of the work of the Commission on Population and Development. Finally, section VIII briefly reviews actions taken by the governing body of the United Nations Population Fund (UNFPA) to facilitate the implementation of the Programme of Action.

II. Administrative Committee on Coordination Task Force on Basic Social Services for All

2. In accordance with paragraph 11 of General Assembly resolution 51/176, the Administrative Committee on Coordination Task Force on Basic Social Services for All, chaired by UNFPA, reported on its work to the Commission on Population and Development at its thirtieth session, in February 1997.[1] The collaboration and cooperation among the member organizations of the Task Force has been noteworthy, and the Task Force is producing various outputs that will enhance the ability of the United Nations system to assist countries to increase their capacity to deliver basic social services effectively in the context of their poverty eradication efforts. These end products include a wall chart on basic social services; guidelines on key areas of the Programme of Action; a report on lessons learned/best practices in donor collaboration in assistance to the social sector; an information card on advocacy for basic social services; and a compendium of international commitments relevant to poverty and social integration. The end products are anchored in a human rights framework and can be used as advocacy tools for promoting the 20/20 concept. They can also serve as valuable inputs to the work of the regional commissions and in the common country assessment process. The Task Force is focusing on country-level follow-up, and at its most recent meeting, the Chairperson emphasized that special attention should be focused on developing partnerships with non-governmental organizations, the private sector and civil society in assisting countries in achieving the goals agreed to at the recent United Nations global conferences. The regional commissions have a key role to play in promoting the use of the Task Force end products. The Task Force's Working Group on International Migration will organize an international technical symposium on international migration in 1998.

The need for indicators

3. In paragraph 12 of its resolution 51/176, the General Assembly emphasized the importance of the ongoing efforts of the Task Force to develop, on an urgent basis, appropriate indicators as reliable means for monitoring the progress of the implementation of the Programme of Action. The Task Force has been actively focusing on the development and selection of indicators to assist countries in monitoring their progress in achieving the goals agreed to at the International Conference on Population and Development and other recent United Nations global conferences. In the first instance, the Task Force has developed and disseminated widely a wall chart on basic social services for all, which can also be accessed via the Internet at http://www.undp.org/popin/wdtrends/bss/bss.htm, and all member organizations of the Task Force have been asked to link their Web sites to the wall chart Web site. To show where countries are at the present time and where they should aim to be in the future in the light of the goals agreed upon at the International Conference on Population and Development and other United Nations conferences, the wall chart provides country data in six key areas: population; primary health care; nutrition; basic education; drinking water and sanitation; and shelter. The indicators pertaining to these areas will serve as a guide to assist countries in monitoring their progress in achieving the goals agreed to at the International Conference on Population and Development and other recent United Nations conferences. It should be noted that eight of the indicators on the wall chart are the same as eight of the 15 indicators in the Minimum National Social Data Set endorsed by the Statistical Commission at its twenty-ninth session, in February 1997. Additionally, six of the seven Conference goal indicators selected by UNFPA for its revised approach to resource allocation to countries are the same as those on the wall chart. These indicators are related

to access to reproductive health services; mortality reduction; and education, especially of women and girls.[2]

4. In April 1997, the World Health Organization (WHO), the lead agency of the Task Force's Working Group on Reproductive Health, organized a technical meeting on reproductive health indicators for global monitoring. The meeting, which brought together participants from developing countries and technical experts, as well as representatives of United Nations agencies, focused on reaching consensus on a short list of reproductive health indicators for national and global monitoring. These indicators meet certain essential criteria; they are considered to be ethical, useful, scientifically robust, representative and accessible. The short list of 15 indicators provides an overview of the reproductive health situation in different settings. It is not envisaged that these indicators can provide all the information needed for national or global monitoring or for the evaluation of programme impact. For the latter, WHO advises that countries focus on strengthening national capacities for data generation, analysis and interpretation. To support countries in these endeavours, WHO has developed a guideline targeted at district health planners and managers that describes a process for the identification and selection of reproductive health indicators that meet essential criteria.

5. During 1996, UNFPA developed a list of quantitative and qualitative indicators that address the principal dimensions of reproductive health. The list includes indicators that are primarily related to outcome (events) and process (delivery of services and management). The suggested list of indicators could be used for a variety of purposes, including monitoring the goals and targets set at the International Conference on Population and Development; assessing performance in delivery of reproductive health services; advocating for and developing policies in reproductive health; and programming and evaluating different components of reproductive health programmes. While the list of indicators is not intended to be exhaustive of all the possible data needs of policy makers and managers, those included have been selected so as to be manageable in most countries, though some indicators may require complex collection instruments and procedures. A subset of indicators can be determined at the country level according to priority needs. The set of indicators is presented in the document entitled "Indicators for assessing the performance of reproductive health programmes: a discussion paper".[3] Representatives from various bilateral agencies, United Nations agencies, non-governmental organizations and the UNFPA Country Support Teams have been involved in the process leading to the development of this set of indicators. In addition, UNFPA has also developed a framework of selected indicators to assess the impact of information-education-communication (IEC)/advocacy activities in support of population and reproductive health programmes; and indicators for population and development. These indicators, which will be published by UNFPA in one document, will assist countries in monitoring their progress in achieving the goals of the International Conference on Population and Development.

III. United Nations system follow-up

6. The organs and organizations of the United Nations system continued an array of activities to implement the Programme of Action of the International Conference on Population and Development. Through inter-agency task forces, theme groups and other mechanisms of the United Nations system, agencies and organizations focused on increasing their collaboration and cooperation. In keeping with the Programme of Action, all United Nations system organizations are also emphasizing partnerships with non-governmental organizations, the private sector and civil society. The present section highlights, selectively, owing to limitations of space, some of the activities being undertaken.

7. During 1996, the Economic Commission for Europe (ECE), with support from UNFPA, focused its work in the area of population on follow-up to the International Conference on Population and Development in the countries with economies in transition, including the provision of assistance for data collection and processing, analysis and research, and dissemination of policy-relevant information and knowledge in support of the implementation of the Programme of Action in the key areas of fertility and reproductive health, population ageing and international migration. ECE is also collaborating with Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the Statistical Office of the European Union (EUROSTAT), the Council of Europe and the Organisation for Economic Cooperation and Development (OECD) to streamline the collection and dissemination of population statistics in the region. Early in 1997, with financial assistance from and in collaboration with UNFPA, a project on the follow-up to the International Conference on Population and Development in transition countries was initiated, which, *inter alia*, will assist these countries in developing population information sites on the World Wide Web in the context of the United Nations Population Information Network (POPIN). The national

information systems will be part of a subregional information system for monitoring the implementation of the Programme of Action.

8. In its follow-up to the Programme of Action, the Economic and Social Commission for Asia and the Pacific (ESCAP) implements its mandate through advocacy, intercountry research, technical assistance and training to strengthen national capacity and information dissemination. In the area of reproductive health and family planning, the Population Division of ESCAP has initiated a regional project to strengthen monitoring and information systems to provide accurate and timely indicators and has been assisting Governments in developing and strengthening policies for involving the elderly in social and economic development. In 1996, the following volumes on ageing were published: *Population Ageing in Asia and the Pacific; Added Years of Life in Asia: Current Situation and Future Challenges;* and *Annotated Bibliography on Productive Ageing in Asia and the Pacific*. To improve the availability and quality of statistical data disaggregated by sex, and to promote the use of those data in the region, the Statistics Division of ESCAP is implementing two projects on gender statistics, under which regional publications, several statistical profiles on women and national statistical booklets on the situation of women and men have been published. ESCAP will continue to give priority to several specific gender issues in which direct measurement remains difficult or where the information collected is still not reliable, such as gender equity, violence against women and maternal mortality. In keeping with the Programme of Action's call for enhancing partnerships with non-governmental organizations, ESCAP, with support from the Government of the Netherlands, organized a Regional Seminar on Government-Non-Governmental Organization Cooperation for Strengthening Population Policies and Programmes, which was held at Bangkok in February 1997. ESCAP also serves as the secretariat for Asia-Pacific POPIN, a regional information network comprising information centres and libraries in 25 countries dedicated to the exchange of population, family planning and reproductive health data and information. Asia-Pacific POPIN makes its information services and products widely available through the Internet at http://www.un.org/depts/escap/pop/welcome.htm.

9. In April 1996, the Ad Hoc Committee on Population and Development of the Economic Commission for Latin America and the Caribbean (ECLAC) met in Costa Rica during the Commission's twenty-sixth session, to review achievements and examine obstacles encountered in implementing the Regional Plan of Action. The member countries have requested the secretariat to prepare a document on reproductive health and poverty for their deliberations at the twenty-seventh session, to be held in Aruba in 1998. In assisting countries, the Latin American Demographic Centre (CELADE) has offered several national and regional training activities, delivered information services in the field of population and provided technical assistance in a wide range of population-relevant fields, such as the integration of socio-demographic information into development policies and programmes, particularly in social sectors and at the decentralized level.

10. In early 1996, the Economic and Social Commission for Western Asia (ESCWA) started executing a UNFPA-supported project on population policies in the Arab countries of the ESCWA and North African regions, which, in the light of the Programme of Action, includes a series of training activities related to the formulation, implementation and monitoring of population policies for the technical staff of the national population committees. The project also provides for the establishment and maintenance of an ESCWA population policies integrated information system in the Arab countries, which will facilitate the monitoring of the implementation of the recommendations of the Arab Conference on Population and Development, held at Amman in 1993, as well as the Programme of Action of the International Conference on Population and Development. With UNFPA support, ESCWA will conduct two training workshops during 1997, on food and environment and on reproductive health, gender and human rights. An expert group meeting on population dynamics, urbanization and environment is scheduled to be held in late 1997, in conjunction with the Second Meeting of Heads of National Population Councils and Committees in the Arab World. ESCWA also participated in the preparatory meetings and in the organization of the Arab Regional Population Conference, held at Cairo in December 1996, in which one of the panel sessions was specifically devoted to follow-up of the Programme of Action of the International Conference on Population and Development.

11. The Economic Commission for Africa (ECA) is organizing the Second Meeting of the Follow-up Committee for the Implementation of the Dakar/Ngor Declaration and the Programme of Action of the International Conference on Population and Development and the Second General Assembly of the African Commission, from 12 to 19 June 1997. To report on national experiences of both development frameworks and to draw on lessons learned, a questionnaire was sent to all ECA member States and an analysis of the responses would be discussed at the June meetings.

12. The Office of the United Nations High Commissioner for Refugees (UNHCR) is comprehensively addressing the issue of the reproductive health of refugees, including through the appointment of a Senior Technical Adviser on Reproductive Health. Refugee camps are characterized by high birth rates. General and reproductive health education campaigns are run in all refugee settings and target both men and women. The incidence of sexual violence against refugees is one of the main areas of such programming. Three manuals for programming, namely, *Sexual Violence against Refugees: Guidelines for Prevention and Response*; an inter-agency manual on reproductive health for refugees; and *Guidelines for HIV Intervention in Emergency Settings*, have set the background for interventions to implement the Programme of Action. Under a Special Initiative for Women in Rwanda, a significant part of the programme seeks to address the reproductive health of these women, irrespective of ethnic origin. Furthermore, under the special General Initiative Fund for Refugee Women, project support is being provided for the training of 100 traditional birth attendants in seven districts of Afghanistan; for improving the reproductive health of refugee women in Malawi, which includes family planning advisory services, education on sexually transmitted diseases and HIV/AIDS prevention and the addressing of cultural constraints and male attitudes to reproductive health care; and for an educational video on female genital mutilation in Eritrea and related reproductive health care. In Pakistan, UNHCR, together with a non-governmental organization, the United States of America Save the Children Fund, is working with local doctors to develop and pilot test a rapid appraisal assessment of the reproductive health needs of Afghan refugee women. The method being developed is culturally sensitive and is designed to take into account the local customs of the beneficiaries.

13. As mandated by its Executive Board, the United Nations Children's Fund (UNICEF) follow-up to the International Conference on Population and Development is guided by the reaffirmed rights perspective, and includes programmes for girls' education, women's empowerment, primary health care and child survival, reproductive health, with a focus on maternal mortality reduction, and measuring progress in child and maternal mortality. Prevention of maternal mortality and morbidity is the primary focus of the UNICEF programmes relating to follow-up to the Conference. At the country level, safe motherhood programmes have been strengthened, under the technical guidance of WHO and in partnership with all donors and experts in that field. Guidelines on process indicators to measure progress on acceptability and use of obstetric services were finalized and are to be published jointly by WHO, UNICEF and UNFPA. UNICEF and UNFPA are both members of the Inter-Agency Group on Safe Motherhood. UNICEF is also engaged in integrated programmes in regions where maternal mortality rates decreased over the past years but where there is a high prevalence of other reproductive health problems such as sexually transmitted diseases, unwanted adolescent pregnancies, cervical cancers and gender violence. UNICEF supported seminars in several countries in order to build consensus on reproductive health profiles and to strengthen the process of integration of the various components. In emergency situations a coalition of United Nations agencies and non-governmental organizations works together to improve reproductive health programmes. The contribution of UNICEF includes the provision of delivery kits and the improvement of security conditions for girls and women in camps and other settlements. UNICEF has developed a systematic approach to eradicate the practice of female genital mutilation in 12 countries in Africa. Increased attention is given to violence against women and girls in all country programmes, and regional initiatives are focusing on assessing the magnitude of the problem, analysing contributive factors and designing strategies that involve adolescent boys and men. As a co-sponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNICEF collaborates in specific interventions like school-based programmes, injection safety and health communications.

14. The United Nations Development Programme (UNDP) continued to make an important contribution to the overall coordination of follow-up efforts to the Conference in 1996 and 1997 at the country, regional and international levels, primarily through advocacy and support of poverty eradication and the mainstreaming of gender into development programmes and policies. In addition, UNDP had direct involvement in certain key themes of the Conference, as outlined below. High priority is given to identifying opportunities for integrating HIV/AIDS prevention activities in key programming areas, including governance, gender and poverty. Training workshops have been organized in country offices to strengthen programming skills of national focal points. UNDP has contributed actively to the work of numerous inter-agency planning and programming efforts, within the framework of UNAIDS, at country and regional levels, and participated in collaborative programme review, development and training activities with bilateral agencies and non-governmental organizations. UNDP supports initiatives in the education and health sectors, often in collaboration with UNFPA. UNDP priorities and activities for youth and adolescents primarily stress

youth education, training and employment issues. Within basic education, a large number of activities focus on or give special attention to female basic education, which was prioritized at the International Conference on Population and Development and defined as important to reproductive health. UNDP participates actively with WHO, UNICEF, UNFPA and the World Bank on the Safe Motherhood Initiative and is an active supporter of several non-governmental organizations and non-governmental organization networks that focus on or include education of females, population education and reproductive health in their activities.

15. WHO continues to implement the Programme of Action of the Conference through its various programmes at the global, regional and country level. This includes participation and technical input to various international meetings such as the Global Commission on Women, which met during 1996. The Office of the Executive Director for Family and Reproductive Health coordinates the normative and technical inputs that have immediate impact on reproductive health development. During the period under review, the programme of adolescent health had as one of it highlights of the implementation of the Programme of Action, the final drafting of the WHO/UNFPA/UNICEF statement on action for adolescent health. The document also contains a framework for country programming in adolescent health. A further contribution was a joint WHO/UNICEF publication on the status of adolescent health in developing countries. At the field level, three African countries were supported in strategy development for adolescent health services. Existing methodologies for adolescent reproductive health, for example, the grid approach and the narrative research method, continued to be applied.

16. In the area of women's health and development, specific contributions were made to address the issues of violence against women and the role of the health sector in prevention and management of its consequences, the identification and the integration of gender perspectives into health policy and programme formulation. A training course syllabus has been developed for health planners, managers and activists to address gender and reproductive health. Training materials have been tested and a first course will take place in South Africa during 1997. Another focus was developed on female genital mutilation. Tools were developed to assess the magnitude of the problem. Further activities concentrated on training materials, risk factor identification, and management of consequences of female genital mutilation, and indicator development to assess programme performance. The nutrition programme addressed the following issues: protection, promotion and international support of breastfeeding. The baby-friendly hospitals initiative saw an almost 50 per cent increase in certification, from 4,282 hospitals in 1995 to 8,000 in 1996. Infant-feeding practices have been the subject of consultation during 1996 and the programme is finalizing the preparation of guidelines on complementary feeding of infants and, in 1997, will publish *Guiding Principles for Feeding Infants and Young Children during Emergencies*.

17. The Special Programme on Research, Development and Research Training in Human Reproduction has developed and tested a new strategy to strengthen country capacity to broaden contraceptive choice. Furthermore, the Programme played a critical role in the identification of levonorgestrel as a novel method of emergency contraception, which is being implemented in model programmes in a number of countries. Ongoing activities include improving access to once-a-month injectable contraceptives and assessing the quality of contraceptives. In its activities on information and advocacy, the Division of Reproductive Health (Technical Support) provided, *inter alia*, support on database development on selected reproductive health indicators and violence against women. Furthermore, and in close collaboration with other WHO programmes and UNFPA and other United Nations system agencies, a core set of reproductive health indicators and methodologies for generating and analysing reproductive health information were developed. Inter-agency cooperation with United Nations system agencies has led to joint policy statements on female genital mutilation, revised estimates on maternal mortality, guidelines on indicators for measuring progress in reducing maternal mortality, an information package on the female condom, and a joint statement on HIV and infant feeding. A wide range of technical guidelines on family planning was issued during 1996. This includes a much demanded application defining medical eligibility criteria for contraceptive use. A videotape was produced for health-care providers to improve safe motherhood. WHO support to reproductive health development has been summed up in the publication, *Achieving Reproductive Health for All: The Role of WHO*.

18. UNFPA has continued to strengthen its administrative, technical and field structure to be better able to take a lead role in meeting the increased post-Conference demands for population and reproductive health programmes in the developing world. National execution of projects and decentralized approval authority to UNFPA field offices have become major features of national programmes. To assure adequate monitoring, auditing and oversight of a decentralizing structure, UNFPA is introducing modifications of the organizational structure at UNFPA

headquarters. UNFPA has also recently completed country profiles for all countries of the developing world. These profiles include descriptions of national status on key social, health and demographic indicators, preliminary estimates of resource requirements for the national population and development programmes and a summary of relevant national population policies. UNFPA is supporting HIV/AIDS prevention activities in 124 countries and, in providing support to national AIDS prevention and control programmes, has collaborated with 115 non-governmental organizations. UNFPA is a co-sponsor of UNAIDS and continues to work closely with it. UNFPA is addressing the issue of female genital mutilation and, in 1996, sponsored a technical consultation in Ethiopia, with representatives from 25 countries, to discuss, *inter alia*, the types of training, research and services needed to eradicate female genital mutilation. The Fund is focusing increasing attention on the key area of adolescent reproductive health, including through collaboration with non-governmental organizations, for example, the International Planned Parenthood Federation. Recently, in collaboration with another non-governmental organization, the Centre for Development and Population Activities, UNFPA organized the African Youth Forum on Adolescent Reproductive Health, which was held at Addis Ababa. UNFPA also sponsored an international youth essay contest on promoting responsible reproductive health behaviour. In November 1996, UNFPA signed an agreement with the International Federation of Red Cross and Red Crescent Societies and UNHCR to address the reproductive health needs of refugees in the Great Lakes region of Central Africa. This collaborative effort marks the first time that reproductive health-care services for refugees have been planned at the beginning of an emergency operation.

19. In paragraph 9 of its resolution 51/176, the General Assembly requested the Economic and Social Council to continue to give guidance on matters concerning harmonization, cooperation and coordination within the United Nations system regarding the implementation of the Programme of Action. In 1995, the Council had agreed to promote a coordinated follow-up to major international conferences in the economic, social and related fields. This effort entailed, *inter alia*, a strengthened role for the Council, streamlining the work and strengthening the role of functional commissions, and enhanced country-level and inter-agency coordination. As part of its strengthened role for coordinated follow-up, in 1996, the Council examined poverty eradication as a cross-cutting theme of international conferences. It made recommendations for improving the coordination of United Nations system activities at field and headquarters levels, as well as for harmonizing and integrating the work of functional commissions.[4] These have a bearing on the follow-up to the International Conference on Population and Development. In particular, the Council advised that the Commission on Population and Development address issues relating to poverty and population in the context of the outcome of the Conference. This focus should be borne in mind when, in 1999, the Commission examines the broad theme of "Population growth, structure and distribution, with special emphasis on sustained economic growth and sustainable development". It should also be noted that, at its recent session, the Commission on Sustainable Development addressed provisions of the Programme of Action in this area.[5] Also, the Council indicated how its functional commissions should share the work on the issue of basic social services for all.[6] The Council, *inter alia*, considered that the Commission on Population and Development would not need to conduct a separate discussion of education but should continue to examine education and awareness programmes targeted at population objectives[7]. In its resolution 1996/36 of 26 July 1996, the Council also decided to continue to ensure, on a regular basis, the harmonization and coordination of the multi-year work programmes of relevant functional commissions. Indeed, the Programme of Action of the International Conference on Population and Development touches upon a number of other cross-cutting themes of major international conferences, such as issues of social integration (youth, family, disabled persons, refugees and migrants). The Council's guidance may be required for ensuring a better sharing of tasks among functional commissions in these areas.

20. In accordance with paragraph 15 of General Assembly resolution 51/176, UNFPA has endeavoured to ensure that the special session of the General Assembly would give due attention to the issue of population in the context of sustainable development. UNFPA would participate in the events planned for the occasion and has organized a panel discussion on the topic "Population, environment and gender". The main objectives are twofold: first, to create a wider understanding and awareness of the critical synergies between women, population pressures, poverty, environmental degradation and sustainable development, and secondly, to discuss practical ways for forging partnerships at the national, regional and international levels for the implementation of effective policies and programmes that can address these issues in a holistic manner. The panel would have representatives from the major groups of Member States. The intention was that the UNFPA-sponsored panel would focus both on key concepts and on

practical measures. In keeping with the statement made on behalf of the Secretary-General at the opening session of the Commission on Sustainable Development stressing stronger commitment to the empowerment of women as a fundamental prerequisite for containing poverty and achieving sustainable development, the UNFPA panel would concentrate on measures to increase the rights, health and welfare of women. Given women's pivotal role in natural resource management, income-generation, childbearing and childcare, such measures should result in benefits to sustainable development. The panel would also aim at addressing some of the key questions and concerns that the Commission on Sustainable Development has raised during its meetings, including the overarching need to improve women's conditions as a precondition for combating poverty.

IV. Progress at the country level

21. In its resolution 51/176, the General Assembly reiterated that Governments should continue to commit themselves at the highest political level to achieving the goals and objectives of the Programme of Action of the International Conference on Population and Development and to take a lead in coordinating the implementation, monitoring and evaluation of follow-up actions at the national level. The present section provides a brief overview of national progress in the implementation of the Programme of Action. A number of inquiries have been conducted to ascertain the level of progress in the implementation, including the recent one undertaken by UNFPA in preparing the report of the Secretary-General on the monitoring of population programmes,[8] which was submitted to the Commission on Population and Development at its thirtieth session.

22. In response to the Programme of Action, many countries are updating their population and development policies in line with the goals of the Conference; strengthening and reorganizing health services to reduce maternal mortality and to integrate family planning with other reproductive health concerns; instituting legal and constitutional reforms to protect women's rights and promote gender equality; and formulating legislation and measures that address migration concerns of sending and receiving countries. A number of Governments that had no formal population policy have since formulated, or are in the process of formulating, comprehensive policies that reflect the agreements reached at Cairo.

23. Reproductive health and family planning issues have received considerable attention since the International Conference on Population and Development. Even countries that had formerly considered such issues too sensitive to discuss publicly are now including reproductive health and family planning concerns as part of the political and development discourse. The Programme of Action has been quoted in a recent election campaign, which included, for the first time, a population policy in the platforms of the two major political parties. Workshops and seminars for planners and health workers have been organized in many countries to address the reproductive health approach and to discuss its implementation. A number of countries have strengthened and reoriented their policies and programmes in health care and family planning and in so doing have set up special task forces, separate departments or national commissions on reproductive health.

24. Many Governments have begun to broaden family planning services to include other reproductive health components in their programmes. Many of them are moving away from narrowly defined demographic targets and focusing on meeting individual needs for reproductive health information and services. This process has increased public awareness of the unmet needs of women, especially those who find themselves in the poorest areas of the country and in the most marginalized groups. Efforts to integrate family planning with other reproductive health services, including sexually transmitted diseases and HIV/AIDS control, early detection of cancers of the reproductive organs, and counselling on sexuality, have been initiated in an effort to avoid duplication of services, expand accessibility to services, and increase cost-effectiveness. Gender concerns are increasingly being taken into account in programme design and implementation, although the level of activity varies from country to country. There is increased attention to the right to reproductive and sexual health, gender equality and freedom from violence.

25. The quality of care in reproductive health and family planning programmes is also increasingly being addressed, and there is evidence of efforts to improve both the quality of care provided to clients and health-care facilities themselves. Among the activities undertaken are developing human resources, improving infrastructure, developing medical protocols for reproductive health/family planning services, and increasing the availability of reproductive health services. Improving the quality of family planning services is a major goal in most countries. A number of countries, especially those with economies in transition, have made the expansion of family planning services a special priority. Many countries have undertaken such

activities as establishing new training centres for rural midwives, training health-care providers in interpersonal communications and counselling, and expanding their network of volunteers to provide reproductive health and family planning services. Others have strengthened their activities by expanding services and broadening the choice of contraceptive methods available to clients.

26. Issues that had not always been adequately addressed prior to the International Conference on Population and Development, such as adolescent reproductive health and the role of men in family planning, are receiving increased attention as a direct result of the Conference. Many countries are promoting education about reproductive health and family planning, using the mass media to encourage healthy and responsible sexual behaviour, and providing counselling and services in an effort to reduce teenage pregnancies and sexually transmitted diseases, including HIV/AIDS, among adolescents. Seminars have been organized for both men and women on the joint responsibility in the area of family planning, parenting and family life. Some countries are conducting studies to assess men's reproductive health needs, their role in sexual, marital, parenting and family decision-making, and cultural constraints to their participation in reproductive health programmes.

27. There are also encouraging signs of commitment and dedication to the implementation and strengthening of programmes and activities in the area of international migration.[9] Governments are willing to exchange information, participate in negotiations and enter into bilateral and multilateral agreements with neighbouring countries on issues of special concern. They are also willing to participate at the international and regional levels in discussions of such major problems as undocumented migration, asylum abuse, integration of documented migrants, protection of migrants against discrimination and trafficking in migrants. Several countries formulated migration policies, passed migration legislation or modified existing policies and laws governing migration since the International Conference on Population and Development. Several others are currently in the process of reviewing immigration legislation. Governments have also addressed the plight of refugees, initiating or strengthening a number of resettlement and rehabilitation programmes for refugees and returnees since the Conference. A number of countries that sought to reduce the number of undocumented migrants within their territory addressed their concerns by holding negotiations with other Governments. Others adopted specific measures to alleviate the problem, including formulating new policies such as enforcing border patrols and increasing penalties for undocumented migrant workers and employers who hired them. A number of countries reported discussing or signing readmission agreements to protect the basic human rights of undocumented migrants and persons whose asylum claims have been rejected. Several countries reported activities to prevent trafficking in migrants.

28. While there are encouraging signs of commitment to the implementation of the Programme of Action, in many countries a shortage of funds and trained personnel has impeded efforts to achieve the goals and objectives agreed to at Cairo. To overcome these obstacles, countries require assistance from the international community in the form of both human and financial resources. Governments, locally elected bodies, communities, the private sector and non-governmental organizations should work to increase public awareness of population and development issues. It is important to sustain political commitment at all levels of society for the successful implementation of policies and programmes that address the Conference's concerns. At the same time, international cooperation and collaboration are vital to the achievement of the goals and objectives of the Programme of Action of the Conference.

V. South-South cooperation

29. In paragraphs 6 and 7 of resolution 51/176, the General Assembly reiterated the importance of South-South cooperation and invited all Governments, relevant organizations of the United Nations system, as well as the private sector and non-governmental organizations, to continue to support South-South cooperation activities being undertaken by the developing countries. The intergovernmental initiative Partners in Population and Development, launched at the International Conference on Population and Development by 10 developing countries (Bangladesh, Colombia, Egypt, Indonesia, Kenya, Mexico, Morocco, Thailand, Tunisia and Zimbabwe), commenced field activities in 1996. The Partners' work plan includes strengthening the capacity of developing countries for South-South cooperation, the promotion of "twinning" modalities and the development of regional training institutions. In March 1997, the Partners' Executive Committee met in Bangkok, to discuss, *inter alia*, a strategic framework and a communication strategy. In September 1996, the Partners' secretariat began operations in Dhaka and serves as a central point for networking among the Partners and for identifying opportunities for South-South exchanges and funding sources. For example, the secretariat has promoted the formulation of South-South initiatives in East Africa,

Mexico, Colombia and Indonesia and sought support for those initiatives from the European Union and the Governments of the United Kingdom of Great Britain and Northern Ireland and the Netherlands.

30. UNFPA has further developed its policy and activities regarding South-South cooperation in the areas of population and reproductive health, including sexual health, *inter alia*, through two intercountry initiatives: the Centres of Excellence and Partners in Population and Development. Additionally, in September 1996, an advisory group was established at UNFPA headquarters to support South-South cooperation at the policy, programme and operational levels. In order to consolidate the strategy, policies and procedures under the Conference perspective, UNFPA will shortly circulate a new guidance note for South-South cooperation. During the past year, UNFPA funded projects in each of the Centres of Excellence and provided support for courses and study tours on such topics as adolescents and mass media in Mexico, community participation and programme management in Indonesia, population and development policies in Thailand, and gender perspectives and programme management in Tunisia. In April 1997, representatives of the four Centres met at UNFPA headquarters to discuss and share experiences of their reproductive health training programmes and agreed, *inter alia*, that the Centres would use selected common materials on reproductive health that reflect the Conference approach, improve the participant selection process and employ a common evaluation strategy. They also discussed the institutional and financial sustainability of the Centres. Through its country programmes, UNFPA is encouraging countries to make use of South-South activities both as recipients and/or providers and to draw on the technical resources of public institutions, non-governmental organizations, private organizations and individuals from developing countries. UNFPA representatives are required to specifically consider this modality during programme review exercises, as well as in the formulation of country programmes and projects. As a result, UNFPA is supporting South-South exchange activities under several country programmes, including those in the Dominican Republic, Honduras, Indonesia, Kenya, Malawi, Thailand, Tunisia, Uganda and the United Republic of Tanzania.

VI. Financial resources flows

31. In paragraph 4 of resolution 51/176, the General Assembly urged all countries to consider, among other things, their current spending priorities, with a view to making additional contributions in line with national priorities for the implementation of the Programme of Action, taking into account the provisions of chapters XIII and XIV thereof and the economic constraints faced by developing countries, in particular the least developed among them. In paragraph 5, the Assembly emphasized that international cooperation in the field of population and development was essential for the implementation of the recommendations adopted at the Conference and, in that context, called upon the international community to continue to provide, both bilaterally and multilaterally, adequate and substantial support and assistance for population and development activities, including through UNFPA, other organs and organizations of the United Nations system and the specialized agencies that would be involved in the implementation of the Programme of Action. In paragraph 8, the Assembly emphasized the importance of the identification and allocation of financial resources by all members of the international community, including regional financial institutions, to enable them to fulfil their commitments with regard to the implementation of the Programme of Action.

32. The International Conference on Population and Development was the first United Nations conference to spell out a schedule of resource mobilization to achieve a specific set of development objectives. The estimated cost of these measures is $17 billion a year by 2000, increasing to $21.7 billion in 2015 (in constant 1994 dollars). The Programme of Action recommended that, globally, approximately two thirds of the needed resources in developing countries would have to come from domestic sources in the future. Therefore, one third of the projected resource requirements would have to come from external sources: $5.7 billion in the year 2000, increasing to $7.2 billion by 2015. The Programme of Action explicitly acknowledged that the two-thirds/one-third formula would apply globally, not to each country individually. In situations where the constraints on domestic resources are most severe owing to weak economic performance, inadequate infrastructure and the shortage of trained personnel, it is expected that most of the needed resources will be supplied through external population assistance. On the other hand, a substantial proportion of the resources for many national programmes in other developing regions is expected to be mobilized from within the countries themselves.

33. Grants from donor countries make up the largest part of total international population assistance. In 1990, $669 million of such aid was given for population, increasing to about $977 million in 1994. The 1994 total represented a substantial increase of about 26 per cent over the 1993

figure, reflecting the importance that the international community has given to the challenges set out by the Conference. The 1995 overall flow of financial assistance from donor countries has increased over the 1994 total by more than 20 per cent and has reached more than $1.3 billion. Private sources of population assistance, such as benevolent foundations and some international non-governmental organizations, have steadily increased in the 1990s as important providers of international population assistance. In 1990 such institutions provided $48 million, about 5 per cent of total assistance. By 1994, the amount contributed by private sources had increased considerably to $117 million (10 per cent of the total). Preliminary estimations for 1995, however, indicate that private international flows did not increase over the 1994 amount, and may have even decreased marginally.

34. Over the period 1990-1995, the annual income of UNFPA increased from $212 million to $313 million but decreased in 1996 to $308.8 million. This was chiefly attributable to a decreased contribution from one major donor country and to lower rates of exchange as compared to the previous year. In 1990, the United Nations system – excluding UNFPA – provided $86 million, or 9 per cent of the total amount of assistance for population. In 1994, multilateral funds from the United Nations system, excluding UNFPA, amounted to $107 million, contributing less than 7 per cent of total external population resources.[10] Apart from UNFPA, the organs and organizations reporting support for population activities include the International Labour Organization, the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, UNICEF and WHO, as well as the regional commissions, in particular ECLAC (CELADE). The World Bank is another major multilateral source of population assistance through its loan agreements with developing countries. World Bank loans have increased dramatically since 1990 when they amounted to $169 million, or 17 per cent of total population assistance. The World Bank made available $448 million for population and reproductive health assistance in 1995 and $599 million in 1996.

35. Looking to the future, the mobilization of resources to implement the Programme of Action should be more fully monitored than at present. UNFPA currently monitors, on an annual basis, the amount of international assistance for programmes dealing with population and development, and publishes the *Global Population Assistance Report*. UNFPA also collects each year descriptive information on population projects throughout the developing world, compiling them in the comprehensive report *Inventory of Population Projects in Developing Countries around the World*. The data-collection efforts to track global resource flows for population is being developed further through a collaborative project between UNFPA and the Netherlands Interdisciplinary Institute under an initial two-year contract. The project's objectives are to systematically collect and record data on the flows of financial resources for population and development programmes, both internationally and domestically, in order to create and maintain a dynamic database, and to perform basic analyses of the data and disseminate such findings.

36. The rising trend in resource flows documented for the period 1994-1995 is encouraging. A great deal has been accomplished with relatively modest investments and must count as one of the real successes in global development efforts. But the successful implementation of the Programme of Action is still dependent upon higher levels of resource mobilization as well as increasing efficiency in resource utilization. Additional resources are urgently required to better identify and satisfy unmet needs in areas related to population and development. Sub-Saharan Africa and parts of Asia, and least developed countries everywhere, will need a much larger share of resources from the international community, but all countries should redouble efforts to increase their own resources for population and reproductive health. Although several donor countries have shown early and laudable commitments through announcements of increased funds for population activities, overall official development assistance has declined in recent years. Most donors still need to review their development assistance policies and increase resources for global population activities accordingly.

37. Reducing the level of resource mobilization below that envisaged by the Programme of Action would have dramatic consequences, even by the year 2000. A recent conference room paper, entitled "*Meeting the goals of the ICPD: consequences of resource shortfalls up to the year 2000*",[11] submitted to the Executive Board of UNDP/UNFPA at its annual session in May 1997, highlighted in quantitative terms some of the serious consequences by the year 2000 if the Conference programme were to be under-funded. Depending on the resource assumptions (the paper presented three scenarios), in the year 2000, 96-175 million fewer couples would use modern family planning services and, of these, 43-78 million couples would not be using any contraceptive method at all; from 1995 to 2000, 43-88 million abortions would be added to the projected 225 million already expected; between 1995 and 2000, a total of 57-104 million extra unintended births would occur; an additional 65,000 to 117,000 women would die from

maternal mortality causes; the number of additional infants and young children that would die during the period 1995-2000 would be between 5.2 and 9.3 million. These preliminary estimates will be refined in a definitive version of this analysis to be submitted as a formal report to the Executive Board at its September 1997 session.

38. To realize the concrete and achievable goals set out by the International Conference on Population and Development, the mobilization of resources, both domestic and external, must be placed high on the global development agenda and the implications of increasing financial resources to the level of $17 billion by the year 2000, as called for in the Programme of Action, must be faced squarely. At the Conference, it was agreed that donor assistance needed to reach $5.7 billion by the year 2000, whereas in 1995 this totalled only $2 billion. All countries should take into account the resources for population that will be required over the next 20 years and devise policies and strategies for resource mobilization that will allow the Conference programme to succeed.

VII. Commission on Population and Development

39. In paragraph 10 of resolution 51/176, the General Assembly reiterated that the Commission on Population and Development has the primary responsibility for monitoring, reviewing and assessing the implementation of the Programme of Action. The Commission operates under a topic-oriented, multi-year work programme as established by the Economic and Social Council in its resolution 1995/55 of 28 July 1995. In addition, in 1999, the Commission will consider the quinquennial review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development. The substantive servicing of the Commission lies with the Population Division of the United Nations Secretariat. The Population Division maintains close collaboration and cooperation with other relevant United Nations bodies.

40. The thirtieth session of the Commission on Population and Development was held at United Nations Headquarters from 24 to 28 February 1997. Its central theme was chapter X of the Programme of Action, covering international migration, in particular, international migration and development, documented migrants, undocumented migrants and refugees, asylum-seekers and displaced persons. The major substantive report before the Commission was the report of the Secretary-General on world population monitoring,[8] the preparation of which was coordinated by the Population Division. The report provided a comprehensive and up-to-date description and analysis of international migration issues with respect to the numbers and characteristics of migrants, national policies and their evolution over time and the relationship between international migration and development. In its review of the report, the Commission stressed the need for more reliable data on migration, particularly on the direction of migrant flows and the characteristics of migrants. Other reports before the Commission covered the monitoring of population programmes, the activities of the Administrative Committee on Coordination Task Force on Basic Social Services for All, activities of intergovernmental and non-governmental organizations, and flows of financial resources, as well as a report responding to agreed conclusions 1996/1, adopted by the Economic and Social Council, on coordinating activities for poverty eradication, and reports on the progress of work and proposed future programme of work of the Population Division. In addition, revised recommendations on international migration statistics adopted by the Statistical Commission at its 1997 session, were presented to the Commission on Population and Development.

41. The Commission considered follow-up actions to the recommendations of the International Conference on Population and Development. Recognizing the need for further analysis of international migration trends and the linkages among the social, economic, political and cultural factors related to international migration and development, the Commission adopted resolution 1997/1, in which it noted with interest that the Administrative Committee on Coordination Task Force on Basic Social Services for All would be holding a technical symposium on international migration in 1998 and requested the Chairperson of the Task Force to make every effort to raise the necessary extrabudgetary resources to prepare and hold the symposium. The Commission further recalled General Assembly resolution 50/123 of 20 December 1995, in which the Assembly decided to include international migration and development, including the convening of a United Nations conference on international migration and development, in the provisional agenda of its fifty-second session.

42. In the light of General Assembly resolutions 50/206 of 23 December 1995 and 51/211 of 18 December 1996, the Commission considered its reporting requirements. In resolution 1997/2, the Commission decided to streamline reporting and requested the Secretariat to report to it at its thirty-first session on a new document structure and periodicity and revised reporting methodologies for ensuring coverage of currently required reporting. The Commission,

inter alia, also decided that activities of intergovernmental and non-governmental organizations should be integrated into other Commission documents. The Commission reviewed the work programme of the Population Division of the United Nations Secretariat and adopted resolution 1997/3 on the work programme in the field of population. Noting the ongoing reform of the United Nations system and the restructuring and revitalization of the intergovernmental process, the resolution, among other things, stressed the importance of continuing the basic work of the Population Division, emphasized the importance of the Population Division's role as secretariat to the Commission on Population and Development and requested the Population Division to continue to give such servicing high priority in undertaking its activities. The resolution also emphasized the importance of preparations being made by the Population Division for the review and appraisal of the implementation of the Programme of Action, and underlined the need to further enhance the efficiency, effectiveness and capacity of the Division in order to successfully implement the above-mentioned preparations.

43. In preparation for the thirty-first session of the Commission, the Population Division is currently preparing the monitoring report on the state of knowledge in the area of health and mortality, with special emphasis on the linkages between health and development, and on gender and age. The report will focus on substantive issues presented in chapter VIII of the Programme of Action (health, morbidity and mortality). UNFPA is preparing the following reports on the theme of the thirty-first session: report of the Secretary-General on the monitoring of population programmes; report of the Administrative Committee on Coordination Task Force on Basic Social Services for All; and report of the Secretary-General on the flow of financial resources. Other documents are also being prepared.

VIII. Implementation by the governing body of the United Nations Population Fund

44. At the annual session of the Executive Board of UNDP/UNFPA, in May 1997, the Executive Director of the United Nations Population Fund, which is designated as the lead agency for follow-up to the International Conference on Population and Development, proposed, in consultation with the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat, that a comprehensive review of the implementation of the Programme of Action be undertaken in the context of the fifth anniversary of the Conference, in 1999, and that the General Assembly, at its fifty-second session, be requested to define and establish this review process. As part of the broader review process, the Executive Director proposed that UNFPA undertake an exercise within its own mandate for compiling and analysing the operational experience in implementing the Programme of Action. In response, the Executive Board adopted decision 97/14, in which it requested the Executive Director to undertake preparatory activities for the review and appraisal within the mandate of the Fund. At the same time, it invited the President of the Executive Board to submit to the General Assembly at its fifty-second session, through the Economic and Social Council at its substantive session of 1997, the proposal for an overall review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development for the consideration of the General Assembly and subsequent decision on the process and modalities.

45. The Executive Board also discussed a conference room paper entitled "Meeting the goals of the International Conference on Population and Development: consequences of resource shortfalls up to the year 2000",[11] which underscores in quantitative terms some compelling consequences by the year 2000 if the Conference programme were to be under-funded. Noting the preliminary nature of the paper's analysis, as well as the seriousness of the negative consequences outlined in the paper, the Executive Board decided to continue its discussion on the matter of resource requirements for implementing the Programme of Action. It requested UNFPA to develop the paper further for formal submission at its September 1997 session, taking into account comments and observations made by Board members.

46. The Executive Board has been instrumental in the past two years in guiding the evolution of the UNFPA programme in the post-Conference era. In June 1995, the Board supported the broad outline of the Fund's future programme of assistance and endorsed the core programme areas of UNFPA (decision 95/15). The following year, in March, the Board endorsed the Fund's new programme resource allocation approach and approved the relative shares of resources to the different categories of countries (decision 96/15). Together, these two decisions provided the Fund with the framework it needed to combine substantive programming with resource allocation priorities in line with the principles and directions set forth by the Programme of Action. During 1996-1997, UNFPA formulated 47 country programmes based on these new programming and resource allocation priorities. These country programmes are designed

to assist countries in implementing the Programme of Action, particularly in the areas of reproductive health, including family planning and sexual health; population and development strategies; and advocacy.

Notes

[1] E/CN.9/1997/4.

[2] See also report of the Executive Director on a revised approach for the allocation of UNFPA resources to country programmes (DP/FPA/1996/15).

[3] UNFPA, April 1997.

[4] See *Report of the Economic and Social Council for the Year 1996* (A/51/3 (Part I)), chap. III, agreed conclusions 1996/1; to be issued as *Official Records of the General Assembly, Fifty-first Session, Supplement No. 3* (A/51/3/Rev.1).

[5] The report of the Secretary-General (E/CN.17/1997/2/Add.4) addressed both chapter 5 of Agenda 21, on demographic dynamics and sustainability, and chapter III of the Programme of Action of the International Conference on Population and Development, on interrelationships between population, sustained economic growth and sustainable development.

[6] Agreed conclusions 1996/1, paras. 53-55.

[7] Ibid., para. 53.

[8] E/CN.9/1997/3 and Corr.1.

[9] See also E/CN.9/1997/3 and Corr.1.

[10] The total of $107 million includes $72 million reported by UNICEF. Because its operational activities are highly decentralized, UNICEF reported that it was not possible to extract the information required from its database. The Fund's broader definition of population assistance includes support for basic education and literacy, especially for women, as well as enhancing the status of women. In the *Global Population Assistance Report 1993*, $6.3 million of the Fund's reported total of $63 million was included as population assistance according to pre-Conference categories of assistance.

[11] DP/FPA/1997/CRP.1.

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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACEKEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Special Committee on Peacekeeping Operations

Rapporteur: Mr. Hossam ZAKI

I. INTRODUCTION

1. The General Assembly, in its resolution 51/136 of 13 December 1996, welcomed the report of the Special Committee on Peacekeeping Operations (A/51/130 and Corr.1), decided that the Special Committee, in accordance with its mandate, should continue its efforts for a comprehensive review of the whole question of peacekeeping operations in all their aspects, and requested the Special Committee to submit a report on its work to the Assembly at its fifty-second session.

2. By the same resolution, the General Assembly decided, inter alia, to expand the membership of the Special Committee to include, upon a written request to the Chairman of the Committee, those Member States that were past or present personnel contributors to United Nations peacekeeping operations and those that were observers at the 1996 session of the Special Committee. The members and observers of the Special Committee at its 1997 session are listed in the annex.

3. At its 140th meeting, on 10 April 1997, the Committee elected the following representatives as the Committee's officers for a term of office of one year: Ambassador Ibrahim A. Gambari (Nigeria), Chairman; Ambassador Fernando Enrique Petrella (Argentina), Ambassador David Karsgaard (Canada), Mr. Yukinari Hirose (Japan) and Mr. Zbigniew Matuszewski (Poland), Vice-Chairmen; and Mr. Hossam Zaki (Egypt), Rapporteur.

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4. The Committee also discussed its organization of work and decided to establish an open-ended working group, to be chaired by Canada, to consider the substance of the mandate entrusted to the Committee by the General Assembly in its resolution 51/136.

5. The general debate was followed by discussions in the informal open-ended Working Group, which met between 14 April and 5 May 1997. The Working Group was briefed by and exchanged views with the Secretariat on field administration and management, procurement, reimbursement, internal oversight, planning, including training and standby arrangements, demining, logistics and communications, asset management, personnel issues related to the Department of Peacekeeping Operations and humanitarian assistance in the context of peacekeeping operations. In the latter context, the Special Committee was also briefed by representatives of the Office of the United Nations High Commissioner for Refugees and the International Committee of the Red Cross.

II. GENERAL DEBATE AND WORKING GROUP CONSIDERATIONS

6. At its 140th to 143rd meetings, held on 10 and 11 April, the Special Committee held a general debate on the matters before it.

7. At the 140th meeting, Mr. Bernard Miyet, Under-Secretary-General for Peacekeeping Operations, reviewed the demands upon, and limitations faced by, the Department, together with its efforts to adapt. Among the developments that occurred over the past year, he cited the increased participation by Member States in the standby arrangements system, improvements in the Department's internal guidelines and the introduction of a new system of reimbursement of contingent-owned equipment. He mentioned the Secretariat's efforts to arrange adequate funding for the rapidly deployable mission headquarters, but noted that a definitive solution had not yet been found.

8. Assessing the past year, the Under-Secretary-General noted that the total number of personnel and the average size of the operations had gone down, either through streamlining or as a response to changes in the political environment. Looking towards the future, he observed that this trend may very well continue but stressed that as intrastate conflicts increased, intensive peacekeeping efforts by the international community would be necessary, followed by long-term programmes to strengthen the foundations of peace. Regional organizations had a role to play in addressing those conflicts, and cooperation between such organizations and the United Nations was growing.

9. Within the Department of Peacekeeping Operations, the Under-Secretary-General noted that it was important to consider a more efficient organization of the Department, which he already found to be "stretched thin". He also stated that it was necessary to review procurement measures, as well as recruitment and delegation of authority, and declared his intention to update them to respond better to the needs of the field. The Under-Secretary-General said he would undertake this in close consultation with other departments, noting that cooperation within the Secretariat already existed on a number of levels. Finally, he recalled that the Department had expanded while experiencing an ongoing financial crisis, a situation that had led to the extensive use of

loaned personnel. He said that this issue, as well as the financial crisis itself, would have to be addressed. Providing the Department with a more secure financial basis would be part of the process of reform, which would result in a more efficient structure. He planned to pursue the question of reform with senior colleagues; this reform would require a transition period of up to two years.

10. During the general debate that ensued and discussions in the Working Group, delegations considered both long-term trends within peacekeeping and more immediate concerns, relating particularly to finance. With regard to the larger issues affecting peacekeeping, delegations emphasized the need for clearly defined mandates, objectives, command structures and adequate resources.

11. A frequently cited issue throughout the general debate was the legal obligation of Member States to pay their assessments on time, in full and without conditions. Many delegations expressed the view that all Member States must contribute to the cost of peacekeeping in accordance with the existing special scale of assessment established by the General Assembly in its resolution 3101 (XXVIII) of 18 December 1973, which takes into account the special responsibilities of the five permanent members of the Security Council, as well as certain economic considerations. Delegations warned that non-payment of contributions could threaten the effectiveness of peacekeeping, and could affect Member States, particularly developing countries, providing troops and equipment. Many delegations stated that delayed payments could also generate many problems within the Department of Peacekeeping Operations. Most delegations supported the idea that in settling and paying agreed claims priority should be given to Member States that have fulfilled their financial obligations to the Organization, have been unable to pay assessed contributions owing to conditions beyond their control in terms of Article 19 of the Charter of the United Nations, or are net creditors to the Organization. A few delegations said that they rejected that concept.

12. Many delegations stressed the importance of the strict observance by peacekeeping operations of the principles and purposes of the Charter, referring in particular to the principles of sovereignty, territorial integrity and the political independence of States, as well as non-intervention in matters of domestic jurisdiction. Some delegations noted that the international legal basis and main guidelines for peacekeeping operations were the Charter, Security Council resolutions and international agreements concluded in the sphere of peacekeeping. They also emphasized that consent of the parties, impartiality and the non-use of force except in self-defence were essential to the success of peacekeeping operations. Many delegations stressed that peacekeeping operations must have secure financing and clearly defined mandates, objectives and command structures; it was also urged that resources and mandates should be congruent. The view was expressed that United Nations peacekeeping operations exemplified the sustained political commitment of Member States to the concept of collective security and the maintenance of international peace. Accordingly, the goal of peacekeeping should not be to separate warring factions and then to move out, leaving a big vacuum. The goal should be to go upstream towards the causes of conflicts and violence, with well-defined political will in order to resolve the root causes.

13. Many delegations placed importance on the need for close coordination between different departments of the Secretariat and components of the mission, and between the mission and other organizations involved in related tasks, including humanitarian aid. They noted the coordinating role that could be played by the Special Representative of the Secretary-General in that context. Several delegations expressed the view that humanitarian activities complementing United Nations peacekeeping operations should remain within prescribed mandates and parameters, particularly the principle of state sovereignty. A view was also expressed that an exception should be made in cases of internationally recognized disputed territories. It was noted that account should be taken of the different mandates of humanitarian organizations as well as of their independent character. The point was also made that, under certain conditions, peacekeeping operations could be an indispensable tool for ensuring respect for international humanitarian law and for restoring security conditions necessary for the delivery of humanitarian assistance.

14. Many delegations expressed concern that the distinction between the spheres of action of the General Assembly and the Security Council could be blurred. Several delegations cited the importance of a smooth transition from peacekeeping to peace-building and, in many cases, of early attention to peace-building for the success of the peacekeeping operation itself. It was also stated that United Nations civilian police might play a useful role in ensuring a smooth transition from a peacekeeping operation to a process of United Nations-assisted reconciliation and reconstruction.

15. While many delegations recognized that the responsibilities of peacekeepers did not seem to have a clear limit, particularly in relation to humanitarian activities, they underlined the importance of maintaining a clear distinction between peacekeeping operations and other types of field operations. It was noted that there appeared to be no agreed view on the matter among the representatives of humanitarian organizations. It was also noted that a clear distinction should be maintained between peacekeeping operations and peace-enforcement operations and that it was inadmissible to mix elements of both types of operations, since this - as experience has shown - could undermine the viability of peacekeeping operations and pose a serious threat to the lives of peacekeeping personnel. Several delegations expressed the belief that peacekeeping operations could need to be prepared to deal with violence in the context of discharging such tasks as the delivery of humanitarian aid, and it was suggested that consideration should be given to developing appropriate rules of engagement in consultation with prospective troop contributors.

16. The point was made that clearly defined rules of engagement were of fundamental importance in ensuring that peacekeeping troops discharge their mandate appropriately. It was also said that serious consideration should be given to devising rules of engagement for multidisciplinary peacekeeping operations deployed in complex environments. As a general principle, it was considered that rules of engagement should be sufficiently detailed to leave as little doubt as possible concerning individual and unit behaviour under various contingencies. It was also considered that rules of engagement should further include guidance concerning mutual support by personnel and units of the force as a whole and that, in formulating its recommendations, the Special Committee should give due regard to the fact that rules of engagement must be consistent

with and were largely unique to the specific mandate of each peacekeeping operation.

17. Several delegations emphasized the importance of development to ensuring peace. A new concept of "preventive development" as the best way to prevent conflict was proposed. Some delegations expressed support for the use of preventive action against conflict, stating that preventive deployment could be a useful implement in that context. The point was made that the concept of preventive deployment was a novel one which would benefit from further consideration. It was thought that particular attention should be given to establishing criteria to determine the stage at which preventive deployment had effectively fulfilled its objective and was therefore no longer necessary. The point was also made that establishing such criteria might prove difficult if seen in the abstract, without due regard to the particular circumstances of an operation deployed for preventive purposes. The view was expressed that preventive deployment was one of the alternatives to peacekeeping operations decided by the Security Council and that such deployment should fall under the criteria of principles applicable to peacekeeping operations. The view was expressed that preventive diplomacy, peacemaking and post-conflict peace-building were the cornerstones of United Nations peace efforts. It was also stated that it was important for the United Nations to evolve an early warning mechanism in order to act before the outbreak of a conflict, rather than to intervene after a conflict had erupted, since that could enhance the effectiveness of peacekeeping operations and substantially reduce their costs. The view was expressed that there should be a greater attempt to achieve political solutions of disputes, and that this could be attained by more frequent recourse to Chapter VI of the Charter of the United Nations, which provides, inter alia, for negotiation, mediation, conciliation, arbitration and good offices.

18. Many delegations noted the importance of cooperation between the United Nations and regional organizations and arrangements, and encouraged the Secretary-General to continue to hold meetings with their representatives. Several delegations expressed the view that activities undertaken by regional organizations and arrangements must be strictly in accordance with Chapter VIII of the Charter. In that regard, mention was made of the positive experience of the cooperation between the United Nations and regional organizations such as the Organization for Security and Cooperation in Europe (OSCE), the Organization of African Unity (OAU), the Organization of American States (OAS), the Commonwealth of Independent States (CIS) and others. It was stressed that, while Chapter VIII encouraged the pacific settlement of local disputes through such regional arrangements before referring them to the Security Council, it explicitly underlined that no enforcement action should be undertaken by them without the prior authorization of the Security Council. Such authorization would serve to guarantee transparency and the observance of obligations of the Charter. Some delegations cited in particular the need for enhancing cooperation and consultations between the United Nations and the Organization for African Unity, with a view to enhancing preparedness for conflict resolution and peacekeeping in Africa. In that regard, it was noted that certain proposals were of special relevance, such as enhancing the institutional capacity of OAU in providing peacekeeping training opportunities in Africa at the national and subregional levels and widening African participation in standby planning.

19. Many delegations expressed their support for the establishment of the rapidly deployable mission headquarters, and, noting the importance of information in a field operation, some delegations suggested that there be further thought about the possibility of including an information component. However, many delegations stated that questions about the rapidly deployable mission headquarters still had to be settled, particularly regarding its staffing, functions and finance, and they emphasized the need for transparency and equitable geographical distribution. Several delegations noted the implications that different forms of funding would have for staffing. Many delegations welcomed the establishment of a trust fund to finance the rapidly deployable mission headquarters on the basis that it could promote equitable geographical distribution within personnel. A proposal was also reiterated for the establishment of regional logistic bases, on neutral territory, which could work alternatively as rapidly deployable mission headquarters or early warning wings for a particular region. Those bases could employ experienced officers from Member States, on an ad hoc basis, to assist them in carrying out their functions.

20. Many delegations expressed support for the further development of the United Nations standby arrangement system as the main element for increasing the deployment capacity for peacekeeping operations of the United Nations and noted the need for additional logistics support and civilian police resources. It was noted that one of the major merits of the standby arrangements system was the combination of the overall guidance for the peacekeeping contingents, when in operation on the part of the United Nations, with the retention of national control of their training and equipment.

21. Many delegations stressed the importance of consultations between the Security Council and troop-contributing countries to the work of the Security Council, and welcomed the strengthening of that process and the steps mentioned in the statement of the President of the Security Council on 28 March 1996 (S/PRST/1996/13). Many delegations expressed the idea that such consultations could benefit from an institutional umbrella. Many delegations stressed the need to recognize the legitimate right of troop-contributing countries to be consulted by the Security Council. Other ways in which consultations could be expanded were also suggested, including inviting countries hosting operations, neighbouring States and especially affected States, as well as those Member States whose forces were co-deployed with a United Nations peacekeeping operation.

22. Many delegations voiced concern about the issue of loaned, or gratis, personnel. Many delegations stressed that loaned officers must not be resorted to as a permanent measure, regardless of the crisis of payments faced by the United Nations. Some other delegations recognized the significant work accomplished by gratis personnel. Many delegations were concerned that several units of the Department of Peacekeeping Operations were entirely staffed by loaned officers. The same delegations urged that all recruitment of personnel for the Department of Peacekeeping Operations should reflect the principle of equitable geographical representation in accordance with Articles 100 and 101 of the Charter of the United Nations, and should be pursued in a transparent manner. Attention was drawn by one delegation to the fact that, as of 31 March 1997 and compared to 31 March 1996, the United Nations-funded military

personnel within the Department of Peacekeeping Operations had declined from 21 to 18, and the loaned military personnel had increased from 112 to 119. In that regard, the same delegation stated that it did not find those numbers as indicating a fulfilment of the call by the Special Committee that the Secretary-General "correct the imbalance between United Nations-funded and loaned personnel".

23. It was also proposed that prospective senior commanders for field positions be interviewed by a panel of peacekeeping experts selected by the Secretary-General; the panel would provide advice on their suitability. It was noted that due regard should be given to the need to involve the Security Council in those matters.

24. The need for swift reimbursement of troop-contributing countries was stressed by many delegations, which warned that delayed reimbursement could seriously affect the future availability of troops for peacekeeping operations. Many delegations stated that developing countries should be given priority in the delivery of reimbursement. It was also stated that the question of adequate financing of peacekeeping activities remained of central importance. Many delegations also expressed their desire that a uniform scale of compensation of death and disability be adopted.

25. With regard to procurement for peacekeeping operations, many Member States reiterated the need for full transparency within the process, recommending that priority be given to services of equivalent standard and price from developing countries, particularly those contributing troops. Most delegations supported the idea that in awarding peacekeeping procurement contracts, all other factors being equal, preference should be given to Member States that have fulfilled their financial obligations to the Organization, have been unable to pay assessed contributions owing to conditions beyond their control in terms of Article 19 of the Charter, or were net creditors to the Organization. A few delegations said that they rejected that concept.

26. Many delegations stressed the importance of high-quality training for those engaged in peacekeeping operations. In that context, many Member States welcomed the production by the Department of Peacekeeping Operations of a code of conduct for peacekeepers, and expressed support for the production by the United Nations of guidelines for national training for peacekeeping. The view was expressed that the Special Committee should be given the opportunity to review such documents prior to their publication. Support was also expressed for the development of United Nations training assistance teams, and for the initiative to establish civilian police selection teams. Attention was drawn to the training assistance team seminars, such as the one held recently in Brazil.

27. Many delegations voiced their concern that those engaged in United Nations peacekeeping operations frequently served in dangerous conditions. In view of this, they expressed their hope that the Convention on the Safety of United Nations and Associated Personnel would soon obtain the status of a universally recognized legal instrument. In that connection, a number of delegations welcomed the timely adoption of General Assembly resolution 51/137 of 13 December 1996.

28. Many delegations cited the importance of mine clearance at the early stages of an operation, and recommended that operational demining be an integral part of peacekeeping mandates when appropriate. The need for better coordination of United Nations demining efforts was emphasized. At the same time, it was important to distinguish between operational and humanitarian demining.

29. At a time when the United Nations needed to be able to respond to demands for peacekeeping with decreasing costs, many delegations urged that the Department of Peacekeeping Operations should identify core, surge and specialist functions, and work to create appropriate structures. They recommended that logistical ability be strengthened, both through review of contractual and financial procedures of the Organization and through greater improvements of the United Nations Logistics Base at Brindisi, which they recognized as being a useful initiative.

30. Many delegations called for further support for the role of civilian police within peacekeeping operations, and welcomed the initiative to establish the civilian police selection assistance teams.

31. Citing the importance of incorporating in future operations the wisdom acquired in previous missions, many delegations urged that the Lessons Learned Unit should be given regular and predictable financing. A suggestion was made that the work of the Lessons Learned Unit as well as draft documentation prepared by the Secretariat be considered by the Special Committee prior to their distribution to all Member States.

32. All delegations welcomed the enlargement of the Special Committee, and emphasized its important role in considering all aspects of peacekeeping. Many delegations stressed its importance as the only proper forum in the United Nations with the mandate to comprehensively review the whole question of peacekeeping operations in all their aspects. An observation was made that the Special Committee played an invaluable role as one of the United Nations bodies best suited to the discussion, development and refinement of the various conceptual and operational aspects of peacekeeping operations. Some delegations expressed the view that due regard to the expanded membership of the Committee could be achieved by either expanding the Bureau or rotating its composition.

33. In that regard, some delegations drew attention to the fact that the composition of the Committee's Bureau had, in most instances, remained static, whereas the role and scope of peacekeeping had increased dramatically. A specific proposal was made that the regional electoral groups should nominate their respective representatives on the Bureau of the Special Committee and that the post of Rapporteur should also be rotated among those groups. Some delegations supported that proposal. However, many other delegations did not concur with it and expressed their satisfaction with the present composition of the Bureau. Discussions on the proposal were inconclusive.

III. PROPOSALS, RECOMMENDATIONS AND CONCLUSIONS

A. Introduction

34. The Special Committee recalls that the primary responsibility for the maintenance of international peace and security rests with the United Nations and affirms that peacekeeping continues to be one of the key instruments available to the United Nations in discharging that responsibility.

35. While noting the recent trends, including the decrease in the establishment of new peacekeeping operations, the total number of personnel involved in and the average size of operations, the Special Committee considers it essential for the United Nations to be able to continue to maintain international peace and security, in accordance with the Charter, inter alia, by effectively planning, deploying and managing current and future peacekeeping operations.

36. While peacekeeping is used to prevent conflict situations from escalating while ways to resolve the conflict peacefully are being pursued, it is not a preferred method of containing conflicts. The Special Committee therefore continues to attach great importance to the prevention and early resolution of conflict, which can reduce the need for the establishment of new and costly peacekeeping operations, and urges the United Nations and the parties concerned to continue to explore ways to do more in this regard in accordance with Chapter VI of the Charter. It notes that the use of preventive deployment in a particular case is a factor contributing to the maintenance of peace and security and notes that this particular case could be considered further.

37. The Special Committee takes note of the ongoing work of the Informal Open-ended Working Group on An Agenda for Peace on the issues of preventive diplomacy, peacemaking, sanctions, coordination and post-conflict peace-building.

38. The Special Committee stresses the importance of the consistent application of the principles and standards it has set forth for the establishment and conduct of peacekeeping operations, and also emphasizes the need to continue to consider those principles, as well as peacekeeping definitions, in a systematic fashion and in the light of the lessons learned from peacekeeping operations.

39. The Special Committee welcomes its enlargement and stresses its role as the only forum in the United Nations with the mandate to comprehensively review the whole question of peacekeeping operations in all their aspects, including measures aimed at enhancing the capacity of the Organization to conduct peacekeeping operations.

B. Guiding principles, definitions and implementation of mandates

40. The Special Committee stresses that peacekeeping operations should strictly observe the principles and purposes enshrined in the Charter of the United Nations. It emphasizes that respect for the principles of sovereignty, territorial integrity and political independence of States and non-intervention in matters that are essentially within the domestic jurisdiction of any State is

crucial to common efforts, including peacekeeping operations, to promote international peace and security.

41. The Special Committee believes that respect for basic principles of peacekeeping, such as the consent of the parties, impartiality and the non-use of force except in self-defence, are essential to its success.

42. The Special Committee believes that peacekeeping operations should not be used as a substitute for addressing the root causes of the conflict. These causes should be addressed in a coherent, well-planned, coordinated and comprehensive manner with political, social, economic and developmental instruments. Consideration should be given to ways in which these efforts can continue without interruption after the departure of a peacekeeping operation, so as to ensure lasting peace and security.

43. The Special Committee continues to stress the importance of peacekeeping operations being provided with clearly defined mandates, objectives, command structures and secure financing in support of efforts to achieve peaceful solutions to conflicts. It also stresses the need to ensure, in the formulation and implementation of mandates, congruity between mandates, resources and objectives. It emphasizes further that, when changes to existing mandates are made, commensurate changes should be made in the resources available to the peacekeeping operation to carry out its new mandate. Changes in mandates during a mission should be based on a thorough and timely reassessment, including military advice, as to the implications on the ground for both military and civilian components and after a full discussion between troop-contributing countries and the Security Council.

44. The Special Committee stresses the need to ensure the unity of command of United Nations peacekeeping operations. It recalls that the overall political direction and control of United Nations-mandated peacekeeping operations devolves upon the Security Council. It also recalls that the execution of United Nations peacekeeping is the responsibility of the Secretary-General.

C. Consultations

45. The Special Committee, stressing the requirement for consultations between troop contributors and the Security Council, underlines the importance of Council members and troop-contributing countries making full use of the arrangements set out in the statement of the President of the Security Council on 28 March 1996 (S/PRST/1996/13). In this connection, the Special Committee encourages the Security Council to take steps more formally to ensure the rigorous, timely and systematic implementation of those arrangements and to continue to ensure that consultations on mandates and those on operational questions are chaired by the President of the Council and by the Secretariat respectively.

46. The Special Committee notes that the arrangements described in the statement of 28 March are not exhaustive and will be kept under review, and that the arrangements do not preclude consultations in a variety of forms, including, as appropriate, with other countries especially affected, for example countries

from the region concerned. The Special Committee also recommends that, in exceptional circumstances, meetings could be held at the request of troop-contributing countries.

D. Enhancing the capacity of the United Nations for peacekeeping

1. Personnel

47. The Special Committee emphasizes once again that all the provisions of Articles 100 and 101 of the Charter should be fully and strictly observed in the management and conduct of peacekeeping operations.

48. The Special Committee also emphasizes that full consideration should be given to all offers made by Member States to participate in peacekeeping operations.

49. To ensure that peacekeeping operations are led and managed by the best available personnel, the Special Committee requests that the Secretary-General consider the possibility of improving the method of selecting and preparing senior military commanders in the light of the increasingly difficult and dangerous conditions in which peacekeeping operations are conducted. The Special Committee further recommends that the Secretary-General consider strengthening the selection and preparation procedures for chief administrative officers.

50. The Special Committee stresses that in the interest of sound personnel management it is necessary to have clearly enunciated and uniformly applied policies, including on tenure and remuneration of staff through trust funds, for personnel in the United Nations Secretariat who are not part of the international civil service or general service but who are involved in the management and conduct of peacekeeping operations.

51. The Special Committee notes with satisfaction that the principle of a standardized rate of mission subsistence allowance is applicable to all observers and that standardized troop costs are applied uniformly to all troops participating in any particular peacekeeping operation. It recommends the extension of this principle to death and disability compensation for all observers and troops. It urges the competent bodies of the United Nations to accord the highest priority to finding a solution, taking into account this principle and the principles endorsed by the General Assembly in resolutions 49/233 of 23 December 1994 and 50/223 of 11 April 1996.

52. While noting the important work done by all personnel in the Department of Peacekeeping Operations, including personnel on loan, the Special Committee notes with concern the continuing and growing imbalance within the Department between posts financed from the regular budget and the support account for peacekeeping and officers on loan. Articles 100 and 101 of the Charter should be strictly applied to all personnel, and developing countries should be adequately represented in the Department of Peacekeeping Operations. The Special Committee urges the Secretary-General to address the reliance on loaned and seconded personnel within the Department and recalls that, while personnel

on loan may be needed for urgent requirements for expertise not available within the Organization, resort to their use should be made with due regard to the importance of maintaining as wide a geographical basis as possible and for a limited and specified period. In this connection, the Special Committee notes that, in order to ensure transparency, all Member States should be notified in good time of any requirements for loaned personnel.

53. The Special Committee recalls that it had urged the Secretary-General and the competent bodies of the General Assembly to provide for United Nations financing of posts occupied by officers on loan, and takes note in this connection of the reports of the Secretary-General (A/51/688 and Corr.1 and Add.1 and 2) and of the Advisory Committee on Administrative and Budgetary Questions (A/51/813). It notes that the relevant bodies of the General Assembly remain seized of this issue, and welcomes the request made to the Secretary-General, on an interim basis and pending further consideration and final decision on the issue, not to expand the number of loaned personnel currently implementing mandated activities. The Special Committee requests that the Department of Peacekeeping Operations keep it informed on a regular basis on the issue of loaned personnel and the measures being formulated and implemented for correcting the imbalance.

2. Organization, planning and coordination

54. The Special Committee welcomes the intention of the Secretary-General to continue his efforts to improve the structure and organization of the Department of Peacekeeping Operations and encourages him to intensify those efforts. It considers that those efforts should include the development of appropriate structures, at Headquarters and in the field, for periods of both low- and high-intensity activity in United Nations peacekeeping and, to that end, include the identification of functions and positions necessary for the efficient management of peacekeeping operations during those periods. The Special Committee stresses the responsibility of the Secretary-General, in the context of the process of restructuring the Department, to give due regard to equitable geographical representation and the objective to achieve gender balance within the Secretariat. Without prejudice to these considerations, it recognizes the particular value to the Department of Peacekeeping Operations of experienced personnel from present and past troop-contributing countries.

55. The Special Committee welcomes the stated intention of the Secretariat to review the structure and reform outdated policies and procedures in the Department of Peacekeeping Operations with a view to achieving streamlined and transparent procedures, in particular in the areas of procurement, recruitment, accountability and delegations of authority.

56. The Special Committee encourages the Secretariat to continue efforts to enhance the transparency, efficiency and responsiveness of its procurement procedures. It fully supports the intention of the Secretariat to double the United Nations procurement vendor register and expand its geographic basis. It strongly urges the publication of the register and dissemination of information on procurement procedures, including through United Nations information centres and United Nations offices. In awarding a contract, the principle of public

bidding should be strictly observed. While noting the decline in exceptions to the rule of open, international, competitive bidding, the Special Committee reiterates the need to document in writing the reasons for such exceptions. It also emphasizes the importance of the timely awarding of transport contracts, and the enforcement of penalty provisions for non-performance of transport and procurement contracts. It recommends the delegation of procurement authority to field missions to include civilian contracts as well as the provision of military supplies up to an appropriate level.

57. In order to achieve the efficient utilization of resources and the streamlined and transparent financial and budgetary procedures envisaged in resolution 49/233, the Special Committee urges the Department of Peacekeeping Operations to develop a coherent strategy for logistic support of peacekeeping operations. In view of the cost to Member States of poorly managed peacekeeping assets, as detailed in reports of the Office of Internal Oversight Services, the Special Committee expresses its concern that little progress has been made in implementing an inventory and matériel control system. From the above-mentioned strategy, a well-considered, comprehensive and clearly stated matériel management policy should be derived to guide the development of a workable inventory and matériel control system.

58. The Special Committee notes the potential value, if managed effectively and efficiently, of a logistics base. It notes the intention of the Secretary-General to provide a cost-benefit analysis of the United Nations Logistics Base at Brindisi, as suggested by the Advisory Committee on Administrative and Budgetary Questions in its report (A/50/985, para. 17) and in that context requests the competent bodies to examine the issue further, taking into account the observations and recommendations in the recent report of the Office of Internal Oversight Services (A/51/803).

59. The Special Committee considers that rules of engagement are of fundamental importance in ensuring that peacekeeping troops discharge their mandates appropriately and are vital to the success of peacekeeping operations. The Special Committee further considers that rules of engagement should be consistent with the specific mandate and political purposes of each peacekeeping operation and that clearly defined rules of engagement should address all possible contingencies. The Special Committee encourages the Secretariat to discuss the rules of engagement for a specific peacekeeping operation with prospective troop contributors, prior to the finalization of those rules.

60. In order to assist Member States in formulating timely decisions on troop contributions, the Secretariat is encouraged in the early stages of conceptual planning to brief potential troop contributors on proposed concepts of operations as they are developing.

61. The Special Committee notes the introduction of the new contingent-owned equipment procedures in accordance with General Assembly resolution 50/222 of 11 April 1996. It reiterates the need to implement in full all the recommendations approved by the General Assembly in that regard and, as envisaged in that resolution, to submit to the competent bodies a detailed report on the experience of implementing the new procedures for further consideration of the issue.

62. The Special Committee reaffirms the importance of an effective public information capacity as an integral part of peacekeeping operations developed in close cooperation with the Department of Public Information. This capacity should be appropriate to the size and tasks of the operation, planned and deployed as early as possible, so as to inform local populations and the international media about the nature, scope and objectives of an operation.

63. The Special Committee takes note of the useful work being done by the Lessons Learned Unit and recommends that the Secretary-General seek stable, predictable financing for the Unit. The Special Committee encourages the Lessons Learned Unit to continue to benefit from the experience of troop-contributing countries, and to use in its work conclusions resulting from their national experience acquired in peacekeeping operations in the field. The Special Committee considers it important that the work of the Unit be distributed to Member States and to the Special Committee for its consideration, which could contribute to increasing the effectiveness of this work. In this connection, the Special Committee urges the Secretariat to provide the already completed studies of the Lessons Learned Unit in all the official languages of the United Nations as soon as possible and in future to provide its studies in all the official languages in a timely fashion.

64. The Special Committee draws attention to the need for the effective coordination of all aspects of a peacekeeping operation under the control of the Special Representative of the Secretary-General, both within the Organization and with other agencies involved in the theatre of operations. The Special Committee emphasizes the need to differentiate between peacekeeping operations and humanitarian assistance. It also considers that peacekeeping operations can play a role, subject to the mandates established by the Security Council, in contributing to the creation of a secure environment for the effective delivery of humanitarian relief assistance. Accordingly, the Special Committee believes there would be value in achieving improved coordination between peacekeeping operations and the United Nations and other agencies or organizations within their given mandates.

65. The Special Committee welcomes the interest of the Security Council in the question of demining in the context of peacekeeping operations (S/PRST/1996/37). The task of operational mine clearance by peacekeeping operations, wherever appropriate, is the responsibility of the Department of Peacekeeping Operations, particularly for the safety of peacekeeping personnel and the effectiveness of their tasks. It stresses that humanitarian mine clearance activities should be conducted under the responsibility of the Department of Humanitarian Affairs. The Special Committee reiterates the need for a more coordinated approach between these two Departments in order to avoid duplication and to ensure a coherent and integrated approach towards the whole range of short- and long-term demining needs. It requests the Secretary-General to keep the Special Committee informed of United Nations experience in demining in peacekeeping operations, taking into account inputs from those involved in such activities.

66. The Special Committee expresses its appreciation to the Secretary-General for the publication of the third edition of The Blue Helmets, as recommended in its report (A/50/230).

3. Safety and security

67. The Special Committee expresses its grave concern at the continuing attacks and acts of violence against United Nations and associated personnel. It urges all Member States that have not yet done so to consider ratifying, accepting, approving or acceding to the Convention on the Safety of United Nations and Associated Personnel, to bring about its entry into force at the earliest possible date. In this regard, the Special Committee notes the adoption by the General Assembly of resolution 51/137.

68. The Special Committee also welcomes the statement of the President of the Security Council on 12 March 1997 (S/1997/PRST/13), which emphasizes that the host country and others concerned must take all appropriate steps to ensure the safety and security of United Nations and associated personnel.

69. The Special Committee reaffirms that safety and security constitute integral elements of the planning of peacekeeping operations. It recognizes that elaboration of a comprehensive security plan upon the start-up of a peacekeeping operation is essential. The Special Committee also stresses the need for adequate budgetary provisions to ensure the security of peacekeeping personnel.

4. Training

70. The Special Committee, while reaffirming that the training of personnel contributed to peacekeeping operations is essentially the responsibility of Member States, affirms that the United Nations has an important role to play in assisting such training activity, not just for military tasks but also for civilian policing, in establishing basic guidelines and performance standards and in providing advisory services and descriptive materials, and encourages the Training Unit to continue its efforts in promoting standard training norms for United Nations peacekeeping personnel.

71. The Special Committee welcomes the progress that has been made in implementing the recommendations in its report (A/51/130 and Corr.1), in particular in the expanded use of training assistance teams and in developing regional pools of instructors.

72. The Special Committee once again stresses the importance of training material being made available in the official languages of the Organization, as well as, where practicable, in other languages used by peacekeeping personnel, and encourages the Department of Peacekeeping Operations to continue its efforts in this regard.

73. The Special Committee notes the efforts made by the Secretariat to complete a code of conduct for peacekeeping personnel, and urges the early completion of guides and manuals for the activity of Headquarters personnel.

5. Civilian police

74. In view of the role and increasing number of civilian police in United Nations peacekeeping operations, the Special Committee once again urges the Secretary-General to continue his efforts to strengthen the Civilian Police Unit within the Department of Peacekeeping Operations. In this regard, it welcomes the usefulness and cost-effectiveness of selection assistance teams to assist in selecting civilian police for duty in peacekeeping operations.

75. The Special Committee considers that, in conducting a peacekeeping operation, care should be taken to ensure that, consistent with the mandate, police and military tasks should be clearly differentiated.

76. The Special Committee considers that, within the context of peacekeeping operations, civilian police can play a major role, through assistance to local police forces, in restoring civil order, supporting the rule of law and fostering civil reconciliation.

77. The Special Committee encourages Member States to include police elements among those units they identify in standby arrangements with the United Nations, including such information as type of police corps, rank and training. It also welcomes the Secretariat's intention to include a civilian police staff element in its development of a rapidly deployable headquarters capacity.

6. Rapid deployment and standby arrangements

78. The Special Committee believes that the United Nations should be able to deploy a peacekeeping operation promptly on the adoption of an authorizing mandate by the Security Council. It commends the Secretariat for its continuing efforts to address this issue, encourages it to intensify its efforts and expresses the hope that the ongoing reform of the Department of Peacekeeping Operations will also contribute to the more rapid deployment of peacekeeping operations.

79. The Special Committee believes that standby arrangements constitute a key to the increased effectiveness and rapid deployment capacity of peacekeeping operations. It welcomes in particular the progress report of the Secretary-General on standby arrangements (S/1996/1067) and the Secretariat's efforts to improve the arrangements and encourages it to continue to brief Member States periodically on developments. The Special Committee takes note of the lack of certain specialized units in standby arrangements and invites Member States to consider participating in such areas as headquarters support, sea/airlift provision, communications personnel, engineers, and logistics and medical staff. The Special Committee also takes note of the need to broaden the geographical base of Member States making resources available under the standby arrangements.

80. The Special Committee welcomes the effort of the Secretariat in providing information on the establishment of the rapidly deployable mission headquarters unit and requests that the Committee be kept informed regularly on all aspects of the plan for its implementation. It also stresses that the trust fund for

the headquarters be managed in a transparent manner with sufficient funds to fulfil mandated tasks and staffing according to established procedures.

7. Finances

81. The Special Committee stresses that adequate financial resources and support are crucial to the effectiveness of United Nations peacekeeping operations and reaffirms that the expenses of peacekeeping operations are expenses of the Organization to be borne by Member States in accordance with the relevant provisions of the Charter and relevant resolutions of the General Assembly. It stresses further that Member States' contributions must be paid in full, on time and without conditions so as not to undermine the effectiveness of peacekeeping operations, and reaffirms the obligation of Member States under Article 17 of the Charter to bear the expenses of the Organization as apportioned by the General Assembly, bearing in mind the special responsibility of the States permanent members of the Security Council, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963. It urges Member States to take advantage of the reduced level of peacekeeping assessments to address the issue of arrears to existing and completed operations.

82. The Special Committee urges the Secretary-General to accord high priority to the processing of pending claims, including those for troops and equipment provided by Member States to operations whose mandates have concluded, inter alia, through the provision of an adequate level of United Nations personnel to those units of the Secretariat dealing with these issues. It expresses concern about continuing protracted delays in the reimbursement of troop contributors that are currently owed by the Organization an amount estimated by the Secretariat to be $1.2 billion, and reiterates the need for reimbursement to take place as soon as possible. It recognizes that delays in reimbursement cause hardship to all troop- and equipment-contributing countries, and specifically developing countries, and adversely affect future contributions to peacekeeping operations.

83. The Special Committee requests the Secretary-General to address as a matter of priority the operational and financial liquidation of completed operations, with a view to finding mutually agreed arrangements with the troop- and equipment-contributing Member States concerned.

84. The Special Committee draws attention to the important contribution that status-of-forces agreements make to the effectiveness of peacekeeping operations, and expresses concern at reports by the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions that not all the financial and other terms of some status-of-forces agreements are being complied with. It requests the Secretary-General to withhold claims submitted by the Member States concerned until the matter of expenditures is resolved. It further endorses the request of the Advisory Committee on Administrative and Budgetary Questions (A/51/491) for a compendium of all instances in which the Organization is due restitution as a result of non-compliance with status of forces or other agreements.

E. Cooperation with regional arrangements

85. Bearing in mind the primacy of the United Nations in the maintenance of international peace and security, the Special Committee reaffirms the important contribution that regional arrangements and agencies can make in this regard, in accordance with Chapter VIII of the Charter, including, where appropriate, to peacekeeping.

86. The Special Committee emphasizes that, in accordance with Article 53 of the Charter, no enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council. Furthermore, the Security Council shall at all times be kept fully informed of activities undertaken or in contemplation under regional arrangements or by regional agencies for the maintenance of international peace and security.

87. The Special Committee encourages the strengthening of cooperation between the United Nations and regional arrangements and agencies, within their respective mandates, scope and composition, to enhance the capabilities of the international community in the maintenance of international peace and security, appreciates the possibility of practical realization of such cooperation at the regional and subregional level and also encourages the Secretary-General to take concrete steps to that end. In this regard, the Special Committee notes the successful experience of cooperation between the United Nations and a number of regional and subregional arrangements and agencies.

88. In this context, the Special Committee underlines the important role of the Organization of African Unity and its mechanism for conflict prevention, management and resolution and the need for enhancing consultation and cooperation between the United Nations and OAU, with a view to improving preparedness for conflict prevention and peacekeeping in Africa.

89. The Special Committee recalls the report of the Secretary-General on improving preparedness for conflict prevention and peacekeeping in Africa (A/50/711-S/1995/911) and recommends that the United Nations, in consultation and coordination with OAU and with the cooperation of Member States, give particular attention to strengthening the institutional capacity of OAU, to organizing training programmes for military personnel of African countries and to mobilizing assistance, in particular logistical and financial support to African peacekeeping capacity and to the activities of OAU in conflict prevention, management and resolution. The Special Committee requests the Secretary-General to submit a report to the General Assembly, at its fifty-second session, on the measures taken to this end.

90. The Special Committee encourages the Secretary-General to continue to discuss cooperation in the field of peacekeeping in his meetings on cooperation between the United Nations and regional organizations, and to report on those meetings to Member States. It also encourages the Secretariat to develop working-level contact with such organizations.

F. Other matters

91. The Special Committee, recognizing that 1998 marks the fiftieth anniversary of peacekeeping, recommends that part of the first day of the fifty-third session of the General Assembly be dedicated to a commemorative meeting to remember those who have served in peacekeeping operations, especially those who have lost their lives under the United Nations flag. It requests Member States and the Secretariat to arrange activities to commemorate this event and to honour those who served in peacekeeping operations of the past 50 years, especially those who lost their lives in the service of the United Nations.

92. The Special Committee requests the Secretary-General to submit a report on the progress made in the implementation of its recommendations in the present report on which specific reports have not been requested, prior to its 1998 session, so as to enable the Special Committee to review that progress.

ANNEX

Composition of the Special Committee on Peacekeeping Operations at its 1997 session

Members: Afghanistan, Algeria, Argentina, Australia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Benin, Brazil, Bulgaria, Canada, Chile, China, Colombia, Congo, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Ecuador, Egypt, El Salvador, Estonia, Ethiopia, Fiji, Finland, France, Georgia, Germany, Ghana, Greece, Guatemala, Honduras, Hungary, India, Indonesia, Iran (Islamic Republic of), Iraq, Ireland, Italy, Jamaica, Japan, Jordan, Kazakstan, Kenya, Kuwait, Kyrgyzstan, Lao People's Democratic Republic, Lebanon, Libyan Arab Jamahiriya, Lithuania, Luxembourg, Malaysia, Mali, Mauritania, Mexico, Morocco, Namibia, Nepal, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Republic of Korea, Romania, Russian Federation, Senegal, Sierra Leone, Singapore, Slovakia, South Africa, Spain, Sudan, Sweden, Thailand, Tunisia, Turkey, Uganda, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Venezuela, Yugoslavia, Zambia and Zimbabwe.

Observers: Armenia, Bolivia, Côte d'Ivoire, Iceland, Latvia, Republic of Moldova, Slovenia, Switzerland, Syrian Arab Republic, the former Yugoslav Republic of Macedonia and Viet Nam; United Nations Children's Fund and International Committee of the Red Cross.